

REPORT / RECOMMENDATION



To: MAYOR AND COUNCIL

Agenda Item #: IV. E.

From: Mark K. Nolan, AICP, Transportation Planner

Action

Date: August 19, 2014

Discussion

Subject: Traffic Safety Committee Report of July 2, 2014

Information

Action Requested:

Review and approve the Traffic Safety Committee Report of July 2, 2014.

Information / Background:

The Edina Transportation Commission (ETC) reviewed the July 2, 2014 Traffic Safety Committee Report at their July 17 meeting and moved to forward the report to the City Council for approval; see attached draft minutes.

Attachments:

- Traffic Safety Committee Report of July 2, 2014
- Draft ETC Meeting Minutes of July 17, 2014

TRAFFIC SAFETY COMMITTEE REPORT

Wednesday, July 2nd

The Traffic Safety Committee (TSC) review of traffic safety matters occurred on July 02. The City Engineer, Public Works Director, Police Traffic Supervisor, Transportation Planner, Sign Coordinator and Traffic Safety Intern were in attendance for this meeting.

From these reviews, the recommendations below are provided. On each of the items, persons have been contacted and staff recommendation has been discussed with them. They were informed that if they disagree with the recommendation or have additional facts to present, they can do so at the July 15 Edina Transportation Commission meeting and/or the August 19 City Council meeting.

SECTION A:

Requests on which the Committee recommends approval:

A1. Request to keep the intersection of W. 50th Street and Indianola Avenue South clear of cars that often block the intersection

Requestor states that traffic often backs up west from the 50th Street and Halifax Avenue S. intersection and blocks the intersection of 50th St. and Indianola Avenue South. Site visits during off peak observed the queue for the traffic signal at 50th Street and Halifax Avenue, consistently reaching half-way to this intersection and further. No reported accidents at this intersection in the last five years.

From the Manual of Uniform Traffic Control Devices (MUTCD), the street may be marked in a variety of ways, and the sign should be placed before the intersection. As seen on the next page.



Photo: 50th Street and Indianola Drive, looking east

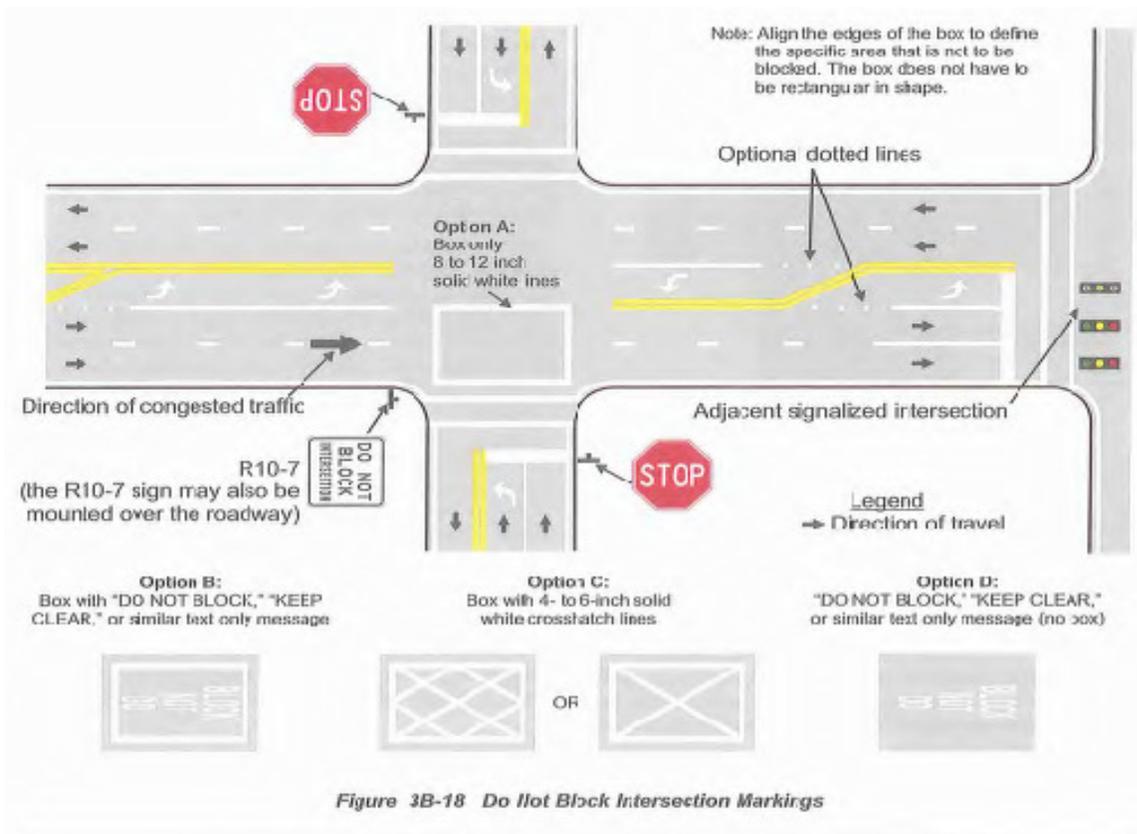
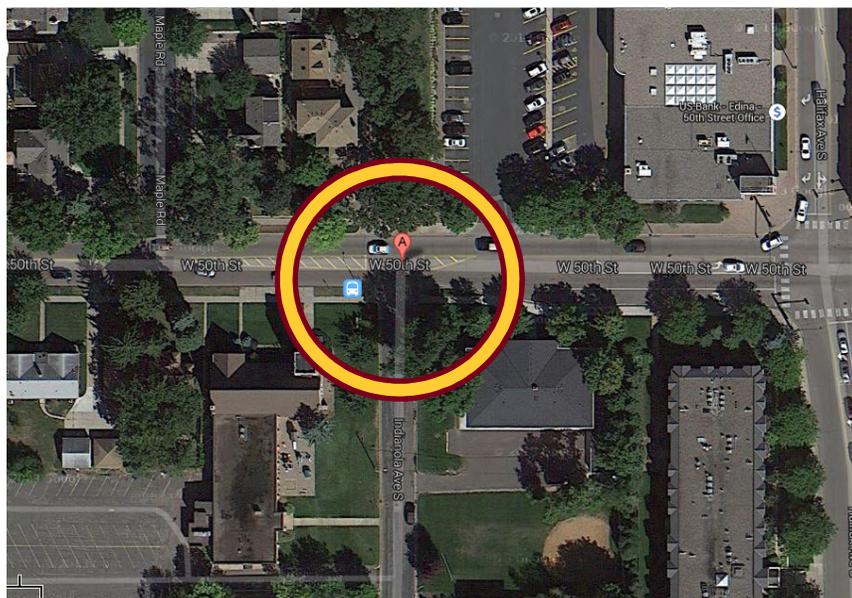


Figure 3B-18 Do Not Block Intersection Markings

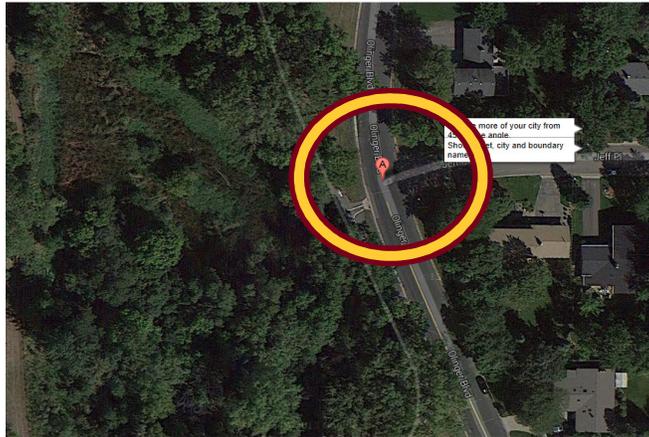


Map: W. 50th Street and Indianola Avenue S,

After review, staff recommends moving the current sign to the west side of the intersection, and adding orange placards to the sign in order to make it more visible to eastbound drivers on W. 50th St.

A2. Request for Crosswalk at the south leg of the Olinger Boulevard and Jeff Place intersection

A resident requested a crosswalk across Olinger Blvd. from Bredesen Park to Jeff Place. The maximum two hour pedestrian count observed, from June 6th to June 8th, was 26 crossings at 3:15 to 5:15 PM on June 7th, which meets warrants according to City crosswalk policy (see Appendix A).



Map : Olinger Blvd and Jeff Pl

No crashes at this intersection have been reported for the last five years.

After review, staff recommends installation of a marked and signed crosswalk at this location. With it scheduled to be placed during roadwork this year.

A3. Request for a street identifier sign for Vernon Lane at Vernon Avenue

This request is on the behalf of the Olde Vernon Homeowner's Association. Requestor states that it is difficult for people to find homes in this area as there is no street sign identifying Vernon Lane at its intersection with Vernon Ave. There are brick monument signs at the entrances identifying the street.



Photo : Brick monument sign at Vernon Lane and Vernon Ave.

After review, staff recommends approval for adding street identification signs to the intersections of Vernon Lane and Vernon Avenue.



Map : Vernon Ln. and Vernon Ave.

SECTION B:

Requests on which the Committee recommends denial:

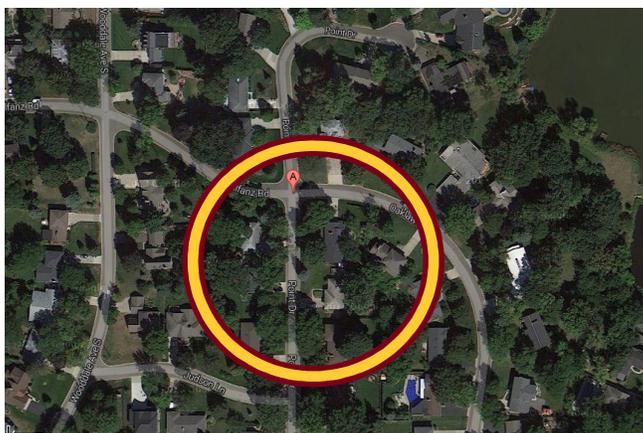
B1. Request for stop signs at the intersection of Point Drive and Balfanz Road

Requestor believes that this uncontrolled intersection is dangerous and should have stop signs. This intersection is in a neighborhood of mixed traffic control. The surrounding neighborhood has sixteen uncontrolled intersections and twelve controlled intersections (11 with stop signs, 1 with yield signs). The intersection has had one accident reported in the last five years (2010, a right-angle crash, property damage only). An intersection study was performed, and data was retrieved for the west and south legs of the intersection, the east leg has a daily volume of 106 vehicles with an 85th percentile speed of 24 mph, the south leg has a daily volume of 79 vehicles with an 85th percentile speed of 20.2 mph. When the study was divided into channels, vehicles entering the intersection had an 85th percentile speed of approximately two mph lower than those exiting.



Photo: Point Dr. and Balfanz Rd. looking south.

After review, staff recommends denial of this request because it does not meet warrants for placement of a stop sign.



Map : Balfanz Rd. and Point Dr.

B2. Request for stop signs at the intersection of West 57th Street and Zenith Avenue South

Requestor states that the intersection of W. 57th St. and Zenith Ave S is uncontrolled, causing the intersection to be dangerous. The area of the intersection is divided between controlled intersections and uncontrolled intersections (9 uncontrolled, 6 stop controlled, within major street boundaries). A traffic study, involving two counts, was done on the streets, and the average daily traffic is 226 vehicles per day on 57th St. with an 85th percentile speed of 25 mph, and 169 vehicles per day on Zenith Ave with an 85th percentile speed of 24.6 mph. There are no reported accidents at this location. Warrants for stop signs are located in Appendix B.

After review, staff recommends denial of this request because it does not meet warrants for placement of a stop sign.



Map: Zenith Avenue South and W. 57th Street



Photo : W 57th St. and Zenith Ave. looking west.

B3. Request to switch stop sign location at W. 64th Street and Josephine Avenue

Requestor states that traffic comes quickly off of 64th Ave. onto Josephine Ave. The resident is concerned that the children in the neighborhood, particularly those getting to and waiting at bus stops, are endangered by this. Requestor wishes to have the stop sign, currently facing southbound traffic from the cul-de-sac, moved to the 64th St approach to the intersection. A traffic study



Map : W. 64th St. and Josephine Ave

was done on the two through street approaches with Josephine Ave. having 590 vehicles per day with an 85th percentile speed of 26.6 mph, and 64th St. carrying 475 vehicles per day with an 85th percentile speed of 20.4 mph. No crashes have been reported at this intersection in the last five years.

After review staff recommends denial of this request because of low traffic counts in the area, and lack of warrants.

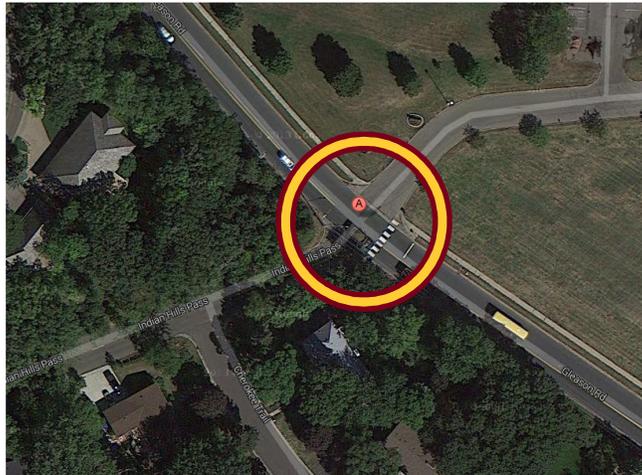
B4. Request for electrification of stop signs on Gleason Road at Indian Hills Pass, or provide enforcement

Requestor states that cars routinely ignore the stop sign at the intersection. An intersection study was done on 4:40-10:05 AM on July 7. Of 908 vehicles counted, 54 vehicles (5.9 percent) disobeyed the stop sign. When traffic on Indian Hills Pass was present, all vehicles on Gleason obeyed right of way rules. The pedestrians at this intersection crossed Indian Hills Pass only during the study, and seemed to have little effect on vehicular traffic. One accident has been reported at this location in the past five years, was attributed to the disregard of a traffic control device by a driver on Gleason Rd.

Lighted stop signs are not present within the Minnesota Manual on Uniform Traffic Control Devices (MUTCD), however a red flasher may be installed in conjunction with a stop sign. There are no given warrants for such an installation.



Photo : Gleason Road and Indian Hills Pass, looking west.



Map : Gleason and Indian Hills Pass

After review, staff recommends denial of this request based on the high compliance rate for vehicles stopping on Gleason.

SECTION C:

Requests which staff recommends further study be done.

C1. Request for enforcement of 3-way stop sign on Gleason Road and Scotia Drive

Requestor states that stop signs on Gleason Rd. are being ignored. Site investigations showed that this location was at the bottom of a hill, with the 3-way stop had some rolling stops during site visits. Additionally, people were consistently observed stopping to allow vehicles to exit Scotia Dr. Gleason Dr. has an ADT of 2,451 vehicles (from a state-aid count), while Scotia Dr. has an ADT of 200 vehicles. No accidents relating to traffic control in the last five years were reported.

After review, staff recommends using cameras for a longer and more detailed study of the intersection.



Map : Gleason Rd. and Scotia



Photo : Sightlines from the stop of Scotia

C2. Request for all-way stop signs on Brookside Avenue and W. 44th Street (possible removal of stop signs at the intersection of Division Street and Brookside Avenue)

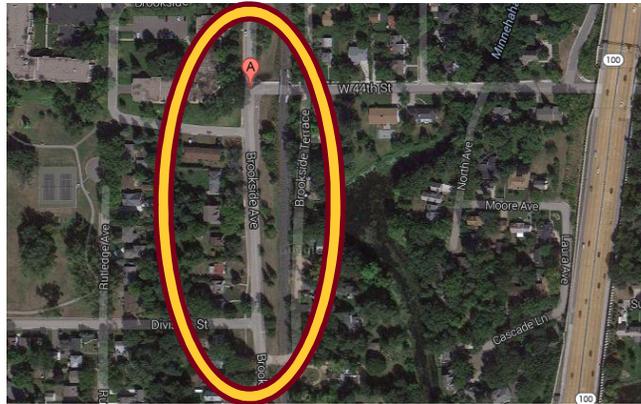
Requestor states that the intersection delay is very high at 44th St. and Brookside Ave. for those on 44th St. The requestor also noted that Division has an all way stop with Brookside Ave, while it is a more minor street than 44th St. Counts were taken and are shown on the diagram in Appendix C. No crashes at the intersection have been reported in the last five years.

Application of an All-Way stop is detailed in Appendix B.



Looking south on Brookside at 44th (towards Division)

After review, staff recommends further study, including analysis of delay and queuing at the intersections.



Map : Brookside Ave. Division St. and W. 44th St.

C3. Request to remove “No Pedestrian” pictorial signs from the intersection of W. 77th Street and Parklawn Avenue, and to install pedestrian signals

This request concerns the bus stops on 77th Street and Parklawn Avenue and the pedestrian environment of the intersection. Currently there are near side bus stops, and signs banning pedestrians from crossing the north, south and west legs. The concern is that a law-abiding user of transit would be unable to use the bus stops, due to the ban on pedestrian movements. Specifically the south and west legs were requested to have their signs removed and pedestrian signals installed. The Minnesota Manual on Uniform Traffic Control Devices, section 2B.51, addressing such signs states in the support section that the sign is intended to be used on only one leg of an intersection, in order to provide access.



Photo: 77th Street and Parklawn Avenue, looking west



Map : Bus stops at W. 77th Street and Parklawn Avenue

This request was combined by staff with earlier requests for removal

of the no right on red restriction for the intersection.

The estimated cost of pedestrian improvements is \$10,000 (which includes pedestrian signals and marked crosswalks). The maximum two hour volumes on each leg were determined by video study on June 10th, thirteen pedestrians on the south leg, four on the east leg and six on the north leg. Former studies of the intersection indicated that the no right on red should remain (at least on the southbound approach) due to the dual right turn lanes, and little benefit from the restriction's removal. According to a consultant report done earlier this year, with no change the level of service of the intersection will remain the same, and delay will only rise by a few seconds per vehicle. Mitigation any effect of adding crosswalks should be possible using the mitigation outlined by the consultant.

After review, staff recommends that the northern leg of the intersection be investigated for possible addition of a crosswalk, with cost and a detailed investigation of the signal cabinet, to determine if it can accommodate an additional pedestrian signal.

C4. Request for stops signs at 55th and Brookview

This request comes from a resident on Brookview Avenue who is concerned with traffic safety at this intersection. Requestor feels that there is a lot of cut through traffic on Brookview Ave. that is driving too fast and feels that the yield signs do not reach the desired level of safety, and that hills in the area lead to even more dangerous driving.



Map: Brookview Ave. and W. 55th St.

Brookview Avenue is a 28-foot wide north/south street with no sidewalks. A traffic study was conducted in 2010 as a result of another request. Brookview Ave. has a Mon.-Fri. (2010) average daily traffic count of 300 vehicles and an 85th-percentile speed of 23.7 mph.



Photo : W 55th St. and Brookview Ave looking north.

(2010) of 127 vehicles with an 85th-percentile speed of 14.6 mph. This study, when compared to one taken in 2002, shows that volume and speed have remained constant. There are no reported accidents at this location; however, the requestor states that there were unreported accidents, and one accident with a pedestrian that was very recent.

Residential stop sign warrants are not met at the intersection of Brookview Avenue and West 55th Street.

Requestor has made similar requests three times in the past five years; two were denied and one resulted in the placement of yield signs to assign right of way (2010). Warrants for stop signs are in Appendix B.

After review, staff recommended denial of the request based on lack of warrants and prior denials; however, the Edina Transportation Commission requested that staff further study the intersection.

SECTION D:

Other traffic safety issues handled

- D1. Request was made for stop sign on Gleason at 62, citing long delays to exit the freeway. Requestor was referred to MnDOT, who has traffic jurisdiction in this location.
- D2. Request on the 5100 block of Indianola Ave called to request a speed bump on her street. Resident was told that the City has not been installing speed bumps on streets; however her street is scheduled for reconstruction in 2015 and that there is a potential for a sidewalk and a narrower street.
- D3. Resident called to request a stop sign at St. John's Ave. and Garrison Ln. A voicemail was left with here explaining that this same request was denied by City Council last year.
- D4. A resident on Creek Valley Rd. asked about traffic calming and/or a crosswalk at Creek Valley Rd. and Tracy Ave. Resident was told that this area would be included in a traffic study that will be conducted in the area around TH 62 and Tracy Avenue, to prepare for the reconstruction of Tracy Avenue north of TH 62.
- D5. A resident at 7500 York called to request an enhanced crosswalk at York Ave. and Parklawn Ave. Resident was informed that Hennepin County will be installing pedestrian-activated flashing beacons at this location later in 2014.
- D6. Resident called to request a stop sign at Fuller Ave. and Drew Ave., was told that a similar request was denied by City Council in 2011 due to a lack of warrants. Resident asked how he can continue this request, and was told he can voice his concerns at a City Council meeting, or to submit a petition.

- D7. A request was made to install traffic signals at the south ramps of TH 62 and Gleason Rd. Requestor stated that this intersection is dangerous and very busy during the afternoon rush hour. Information was given to the requestor regarding how to submit this request directly to MnDOT, who has traffic control jurisdiction at this location.
- D8. A resident called to inquire about additional traffic control at Vernon Avenue and Ayrshire Boulevard. Vernon Ave is a county road, thus the requestor was given contact information for Hennepin County engineering.
- D9. An email was received from a resident of Interlachen Blvd, stating that traffic seems to be moving too fast on Interlachen eastbound near Vernon. Resident requested additional enforcement. The email was forwarded to Edina Police Department.

Appendix A: Crosswalk policy

1. Pedestrian crosswalks shall be placed only at locations that are unusually hazardous or at locations not readily apparent as having pedestrian movement.
2. Pedestrian crosswalks shall only be placed in an area that has in excess of 20 pedestrian crossings for a minimum of two hours during any eight-hour period.
3. Marking of pedestrian crosswalks shall be established by analyzing the "Vehicle Gap Time". The "Vehicle Gap Time" is the total number of gaps between vehicular traffic (that are equal to or exceed the required pedestrian crossing time of three feet per second) recorded during the average five minute period in the Peak Hour. Pedestrian crosswalks shall be marked and signed using the following criteria:
 - a. More than five Gaps – Pavement markings and signage only.
 - b. Four to five Gaps – Add activated pedestal mounted flasher. Add overhead mounted flasher if roadway is over 40 feet wide.
 - c. Less than three Gaps – Add activated overhead mounted flasher.

The activated pedestal and overhead mounted flasher shall be designed per City Engineer Standards.

4. Pedestrian crosswalks shall not be located on arterial roads or roads with a speed limit greater than 30 MPH unless in conjunction with signalization.
5. Pedestrian crosswalks shall only be placed at intersections.
6. Any of the following conditions may warrant pedestrian crosswalks:
 - a. Those locations adjacent to and along established pedestrian routes to and from a school.
 - b. Locations adjacent to community centers, libraries, and other high use public facilities.
 - c. Locations adjacent to public parks.
 - d. Locations where accident records, sight obstructions and/or pedestrian volume (see No. 2) warrants the installation.
 - e. Locations where significant numbers of handicapped persons cross a street.
 - f. Locations where significant numbers of senior citizens cross a street.

Appendix B: Stop Sign Warrants (MNMUTCD)

When it is determined that a full stop is always required on an approach to an intersection a STOP (R1-1) sign shall be used. ...

At intersections where a full stop is not necessary at all times, consideration should first be given to using less restrictive measures such as YIELD signs.

The use of STOP signs on the minor-street approaches should be considered if engineering judgment indicates that a stop is always required because of one or more of the following conditions:

- A. The vehicular traffic volumes on the through street or highway exceed 6,000 vehicles per day;
- B. A restricted view exists that requires road users to stop in order to adequately observe conflicting traffic on the through street or highway.
- C. Crash records indicate that three or more crashes that are susceptible to correction with the installation of a STOP sign have been reported within a 12-month period, or that five or more such crashes have been reported within a 2-year period. Such crashes include right-angle collisions involving road users from the minor street failing to yield the right-of-way to traffic on the through street or highway.

Additional warrants from the city of Edina list that:

1. If an intersection experiences five (5) or more right angle accidents in a three (3) year period, stop signs should be considered.
2. If the presence of a sight obstruction is contributing to accidents at an intersection, removal of the sight obstruction should be sought before considering a stop sign.
3. If the 85th percentile speed on any leg of an intersection is more than five (5) MPH over the posted speed limit, a stop sign should be considered for the intersecting street.
4. If traffic volumes exceed 1,000 vehicles per day on each of the intersecting streets, stop signs should be considered.
5. Residential stop signs shall not be installed in an attempt to control speed.
6. Residential stop signs shall not be installed in an attempt to control volume.

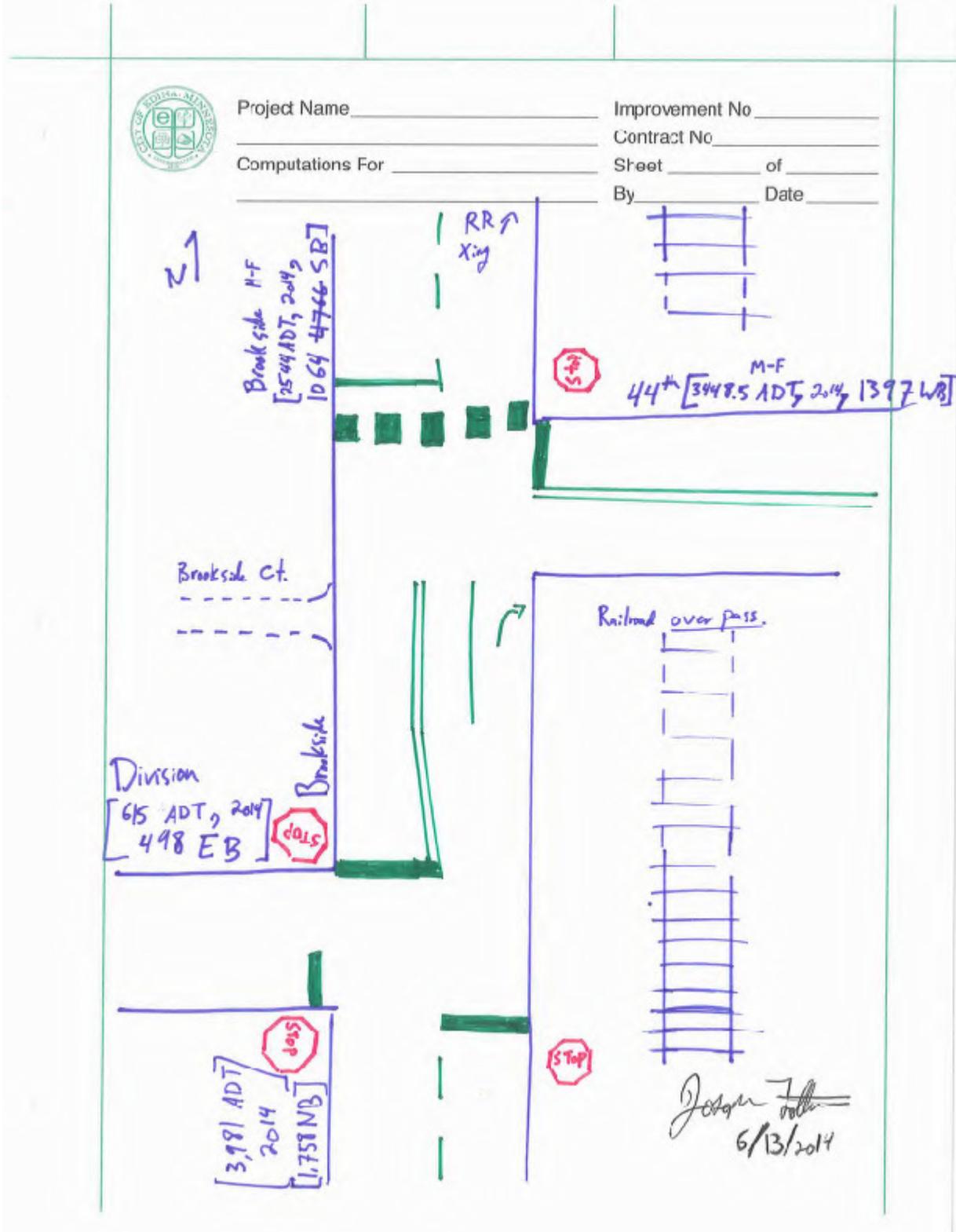
Applicable multi-directional stop control warrant:

Minimum volumes

- a. The vehicular volume entering the intersection from the major street approaches 300 vehicles per day for eight total hours of an average day; and
- b. The combined vehicular, pedestrian and bicycle volume entering the intersection on the minor street approaches averages at least 200 units per hour for the same eight hours, with an average delay to minor-street vehicular traffic of at least 30 seconds per vehicle during the highest hour.

Consideration should also be given to controlling turns, pedestrian conflicts, and sight-distances for stopped vehicles.

Appendix C: Brookside and Division/44th



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Traffic Safety Committee Report of June 4, 2014

Adam Gildner, 5436 Brookview Ave, addressed the ETC regarding Section B-4, request for stops signs at 55th & Brookview, which was denied. Mr. Gildner said he was in attendance with two neighbors and together, they've had ongoing concerns about the intersection at 55th & Brookview and their recent request for a stop sign was denied for lack of warrants. He said the same happened a few years ago. He said there are high vehicle, bike and pedestrian traffic and asked what other criteria could be used.

Alyssa Pankratz, 5429 Brookview Ave, in attendance with Mr. Gildner, said she went through the process in 2010 and yield signs were installed. She said she assumed the intersection would not meet warrants again; however, there are seven school bus stops, they are one block from Arden Park and there are fender-bender accidents not being documented.

Dan Katan, 5101 Juanita Ave, addressed the ETC regarding Section A-1, request to keep the intersection of W. 50th St. and Indianola Avenue clear of cars that often block the intersection. Mr. Katan said his primary concern was Indianola north to W. 50th but the same is also true for Arden and Bruce. He passed around photos of a recent accident and said he was concerned it would happen again and did not want to see it repeated three times. He said on W. 50th at St. Stephen's church where 2 lanes merge into one, drivers continue to drive as though the two lanes continue and often they are on their phone or texting. He said staff's recommendation to "move the current sign to the west side of the intersection, and adding orange placards to the sign in order to make it more visible to eastbound drivers on W. 50th St" is not enough.

Discussion

A-1: Member Janovy said this area would require a traffic study and the budget for the study. **Motion was made by member Janovy and seconded by member Nelson to recommend a traffic study for W. 50th St. from TH-100 to France Avenue in conjunction with the Arden Park D Neighborhood Roadway Reconstruction that is scheduled for 2015.**

B-1: Regarding the curve, it does not cause a clear view issue and staff did not see a sightline issue.

B-2: Member Whited said she recalled another intersection having similar issue and planner Nolan said the 85% speed was 25 mph for the other intersection.

B-4: Member Olson said they had two stop signs installed in his neighborhood and speed was greatly reduced. **Motion was made by member Olson and seconded by member Boettge to recommend 4-way stops at 55th & Brookview.** Member Spanhake said research shows stop signs do not slow traffic and wondered what else might be going on there. Member Janovy said she recall the City Council saying sidewalk would be helpful in this neighborhood. She would like to find the right solution but is not convinced that stop signs is right. Traffic circles were suggested or other traffic calming measures. Vice-chair LaForce said there are four requests for stop signs that were denied and if they recommend that City Council approve this one, why not the other three?

Aye: Boettge, Olson

Nay: Janovy, LaForce, Nelson, Spanhake, Whited

Motion failed.

Motion was made by member Nelson and seconded by member Janovy to move B-4 to section C for further study. All voted aye. Motion carried.

B-5: A reflector on post was suggested.

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D-1 & D-7: Member Nelson said these are similar. Planner Nolan said Hennepin County also have some concerns and are looking at these areas.

Member Boettge said she's noticed a lot of requests for stop signs and the average person is probably not aware that stop signs are not the right solution. She asked if they could develop a questionnaire that would help to inform residents. Developing a standardized intake form will be added to the work plan.

Motion was made by member Nelson and seconded by member Whited to forward the July 2, 2014, report to the City Council. All voted aye. Motion carried.

Member Spanhake said she checked with her department and they thought the W. 60th St & Chowen area would be an ideal capstone project. She will follow up with more detailed information at a later meeting.

Updates

Student Members - None

Bike Edina Working Group – Minutes of June 12, 2014

Motion was made by member Janovy and seconded by member Olson to appoint Mary Zarling to Bike Edina. All voted aye. Motion carried.

Discussion on revising City Code 24-399 to allow bikes in parking lots or parking ramps was postponed until next month.

Living Streets Working Group

See Living Streets Plan Update above.

Communications Committee – None.

CORRESPONDENCE AND PETITIONS – None.

CHAIR AND COMMISSION MEMBER COMMENTS

Member Boettge said she attended the pedestrian safety conference that member Spanhake told them about last month. She learned that some pedestrian safety measures do not work if speeds are above 35 mph, 20-25 mph is better; it is unsafe to put one foot in the crosswalk unless you know for sure the vehicle will stop; most effective is to put your arm out like a waving gesture. Member Spanhake will forward a link to the pedestrian counter measures.

Member Nelson asked if planner Nolan knew when W. 66th St. in Richfield was scheduled for reconstruction and the project limits. Planner Nolan will check on this. Regarding Birchcrest B being delayed because the same contractor has multiple other projects, member Nelson asked if staff looked at contractor's capacity. Planner Nolan said there were other issues that caused the delay.

STAFF COMMENTS

2014 Project Update:

- Bredesen Park D Neighborhood Reconstruction – delayed two months because of water main bolts and weather. Same contractor for Birchcrest B and City Council approved delaying this project to 2015.
- Countryside F Neighborhood Reconstruction – ready to be paved but had to wait for water to dry out;
- Strachauer Park B Neighborhood Reconstruction – only need wear course;
- Morningside B Neighborhood Reconstruction – sidewalk being constructed;